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ABSTRACT

In an effort to better understand the intents of those policies that prescribe state-level textbook adoption, a study collected and analyzed data from (1) the textbook adoption statutes of each of the 22 "state adoption" states, (2) documents and policy manuals produced by the state departments of education of each of these 22 states, and (3) the perceptions of selected populations of individuals who typify those involved in the process of state-level textbook adoption (including representatives of the textbook publishing industry, educators and lay persons who serve on local-level adoption committees, and state-level educational administrators responsible for textbook adoption policy coordination and implementation in the 22 states). The data were collected through content analyses of all documents and through interviews. Nine issues of intent were identified, three of which emerged more clearly as the most significant intents of state-level textbook adoption: control of textbook costs, ensuring statewide curricular uniformity, and ensuring that only textbooks of the highest quality are adopted. The remaining six issues of intent were to control the marketing practices of the publishing industry, to provide for public participation in the adoption process, to ensure the periodic review and purchase of textbooks, to save time and work for local school districts, to provide structure and organization to the adoption process, and to allow the state to share responsibility for potentially controversial textbooks. (HOD)

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A Descriptive Study
of the
Intent of State Level Textbook Adoption

Indiana University

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Abstract

Although it has been suggested that state level textbook policies and processes affect textbook content, availability, and selection, definitive textbook adoption policy research has not been conducted. This study of the intent or purpose of state level textbook adoption was guided by a conceptual framework developed specifically to be applied to textbook adoption policy research. This study examined the textbook adoption statutes of the twenty-two "state adoption" states, documents and publications produced by state Departments of Education of these states, and the perceptions of individuals involved in the process of state and local level textbook adoption. This included representatives of the textbook publishing industry, local level teachers, administrators, and lay persons, and senior state level textbook administrators responsible for textbook adoption policy coordination and implementation in these twenty-two states (e.g., State Textbook Director). Data were collected through two methods: content analyses of all documents, and interviews.

Nine issues of intent were identified and corroborated, three of which more clearly emerged as the most significant intents of state level textbook adoption: control of textbook costs, ensuring statewide curricular uniformity, and ensuring that only textbooks of the highest quality are adopted. Additionally, a number of interrelationships among these nine issues were identified. Complete discussions of each of these nine issues, including the manner in which each intent is provided for, and the qualifications and pro and con arguments associated with each intent, are included. The implications of this study pertain principally to the manner in which these twenty-two states may modify the state level textbook adoption process, to ensure that these intents are accomplished with greater degrees of efficacy.

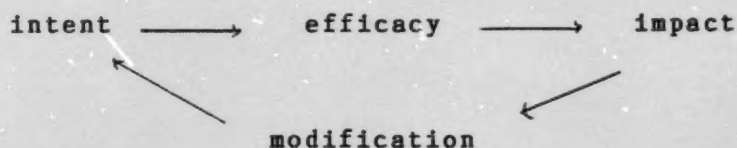
Background and Rationale

The authority to shape and implement textbook adoption policy is one of the many educational policy authorities of the state (Galloway, 1967; Gardner, 1978). However, in twenty-eight states that authority is delegated to local school districts, while in twenty-two states that authority is retained, to varying degrees, at the state level. It has been suggested that the policies of these twenty-two "state adoption" states affect textbook availability, selection, and content (Crane, 1975; Bowler, 1978; English, 1980; Keith, 1981; Association of American Publishers, 1981). Yet, with the exception of occasional surveys, tabulations and categorizations of the textbook legislation and adoption procedures of each state (e.g., Tidwell, 1928; Lange, 1941; Burnett, 1950; 1952; National Education Association, 1972; Educational Research Service, 1976), state level textbook adoption policies have not been researched.

In the absence of definitive textbook adoption policy research, discussions of policy impact are quite speculative. When viewed in light of recent suggestions pertaining to educational policy research, these discussions may be premature, as well, and may fail to recognize the contexts in which textbook adoption policies are most appropriately considered. Among those suggestions are that educational policy research must: a) be guided by clear conceptual frameworks, b) pursue an orderly progression in which hypotheses have been generated and tested, c) examine educational policies in the contexts in which they are

shaped and implemented, and d) ultimately focus upon the effectiveness and the consequences of particular educational policies (Bailey, et al, 1962; Iannoccone, 1967; Kirst and Mosher, 1969; Kirst, 1972; Zeigler, 1972; Boyd, 1978; Wirt and Kirst, 1982).

All educational policies can be conceptualized as having at least three salient dimensions. These are: 1) policy intent, 2) policy efficacy, and 3) policy impact. Logic dictates that the question of policy efficacy be considered in relation to policy intent, and that policy impact is most appropriately examined in relation to efficacy. That is, to determine the extent to which a given policy accomplishes its purposes (efficacy), one must first know what that policy is supposed to do (intent); to fully understand the consequences of a given policy (impact), one must consider those consequences in terms of the degree to which that policy is effective. Thus, an appropriate conceptual framework for guiding educational policy research is one in which issues are pursued in this sequence (reading left to right):



Beyond the structure and order which such a conceptualization brings to the study of textbook adoption policies (and to educational policies in general), there are three reasons why the question of intent is an appropriate and

interesting issue upon which to focus initial inquiry. First, the question of intent has not been previously examined; no insight into this issue was gained from reviews of either the professional literature related to textbook adoption, or state Department of Education publications and documents which pertain to textbook adoption policies and procedures. Second are the regional patterns which are clearly apparent among these twenty-two states. As has often been noted, the majority of these states are located in the southeastern, southcentral, and southwestern portions of the United States (Dewey, 1920; Tidwell, 1928; Burnett, 1950; Educational Research Service, 1976; Keith, 1981). It is not likely that these patterns are coincidental. It is more likely that the intent of state level textbook adoption is a function of, or closely associated with particular contextual features which are inherent in each state (e.g., history, social values and priorities, and political climate). Last, such a study has the potential of such a study to contribute to policy improvement, which should be the eventual goal of all educational policy research. Decisions which may lead to textbook adoption policy improvement are likely to be more sound when based upon the findings of examinations of policy intent, efficacy, and impact. Those examinations, in turn, are more likely to yield significant insights when they are part of an organized sequence of research, in which inquiries are designed to test hypotheses and to pursue issues which have been generated from preliminary studies such as this.

Design of the Study

Data Sources

The purpose of this study was to discover and to describe the intents of those policies which prescribe state level textbook adoption. Data sources examined during this study were: 1) the textbook adoption statutes of each of the twenty-two "state adoption" states, 2) documents and policy manuals produced by the state Departments of Education of each of these twenty-two states, and 3) the perceptions of selected populations of individuals, who typify those involved in the process of state level textbook adoption. Specifically, this included representatives of the textbook publishing industry, educators and lay persons who serve on local level adoption committees, and state level educational administrators responsible for textbook adoption policy coordination and implementation in these twenty-two states (e.g., State Textbook Director).

Publishing industry representatives and local level individuals were selected on the basis of their involvement with the 1982 textbook adoption process in Indiana (one of the twenty-two "state adoption" states). One regional or national level representative was selected from each of the eleven publishing companies which submitted textbooks during the 1982 elementary reading adoption in Indiana. Classroom teachers, building and district level administrators, and lay persons who had participated, or were currently participating in local level adoption procedures were chosen from each of eight Indiana school

districts. These districts were selected on the basis of the degree to which each typified a particular type of district within the range of Indiana districts, in terms of size, geographic location, and community type (i.e., urban or rural). Many of the dimensions of the adoption process in Indiana are representative of the variety of practices which occur in other "state adoption" states. However, individuals were included in this study in an attempt to include a variety of perspectives, rather than to ensure an all inclusive representation of roles and responsibilities. Additionally, potential issues which emerged from these interviews were used to guide subsequent interviews with state level textbook administrators. One such administrator was selected from each of the twenty-two "state adoption" states, on the basis of his/her responsibilities related to state and local level textbook adoption policies and procedures.

Data Collection

This study utilized two data collection strategies: 1) content analyses, of textbook adoption statutes and related documents, and 2) interviews, with selected populations of individuals. Preliminary analyses of the statutes and related documents were conducted during the summer and fall of 1982, which coincided with the Indiana state level adoption process. The purpose of these analyses was to permit a "grounding" (Glaser and Strauss, 1967) of potential issues of intent, as well as to establish a starting point from which inquiry could progress.

Insights gained from these analyses were then incorporated into subsequent interview portions of the study. The specific procedures implemented during these content analyses are described in the section of this manuscript which pertains to data analyses.

Interviews were conducted during the period from November, 1982- March, 1983. Interviews were conducted both face-to-face, and by telephone. The interview method of data collection is often used to identify and to describe emerging issues, in that their use allows the researcher to examine values, beliefs, and perceptions (Wolf, 1979). Interviews can be characterized along a continuum of degrees of structure. At one end is the highly structured interview, in which individuals are asked identical or highly similar questions, and which is appropriate when the purpose of inquiry is to describe. At the opposite end is the unstructured interview, which is less arbitrary, allows the researcher greater flexibility to pursue all leads or avenues of discussion, and is typically used for discovery. The purpose of this study was both to discover and to describe issues of intent, and therefore a combination of the structured and unstructured interview formats was employed. Interviews incorporated both predetermined, highly structured questions, which allowed the same questions to be asked of many individuals, and open-ended questions, which allowed the unique perspectives of individuals to emerge, and enabled issues to be raised without restricting responses.

Data Analysis

The nature of this study required the researcher to operate in both the discovery and the verification modes, in order to identify and converge upon issues of intent, to gather evidence which either dismissed or verified these issues, and to direct or redirect inquiry on the basis of these interim discoveries. This necessitated that data collection, analyses, and syntheses occur simultaneously and repeatedly, throughout the process of inquiry. Analyses of data can be conceptualized, therefore, as having occurred in iterative cycles or "waves" (Guba, 1978), in which the researcher alternately expanded and reduced data as they were collected, and at intervals throughout inquiry. In addition to these on-going analyses, a series of debriefing sessions followed each portion of data collection. During these sessions, the researcher "paused" from data collection, and considered the findings of the immediately preceding effort in light of all previous analyses. Finally, at the completion of this study all data were reexamined, and those analyses conducted during the course of inquiry were replicated.

The procedures which guided these analyses were identical, regardless of the source of data, or the point at which analyses occurred. These procedures conformed to those typically applied to analyses of qualitative data, and consist of: 1) an initial examination of each datum (i.e., provisions, directives, statements, and responses), during which similarities in content were identified, which served as initial category descriptors, 2) a second reading and examination of each datum, which allowed the

categorization of all data content according to those similarities previously identified, 3) an examination of all categories, to ensure that each was mutually exclusive, that is, that each datum was included in no more than one category, and 4) a final review of all categories, to ensure internal consistency, that is, that all data pertained to the same issue, procedure, perspective, opinion, etc. (Guba and Lincoln, 1981). At the completion of this categorization process the researcher examined all content, identify themes, similarities, relationships and ambiguities within and across categories (i.e., issues of intent).

Methods of Ensuring Rigor

Rigor is synonymous with adherence to accepted standards of control of inquiry design and method, in four areas of concern: internal and external validity, reliability, and objectivity. During more traditional inquiry, internal validity is ensured through control of data and the objects from which they were collected; external validity is ensured through control of temporal and physical variables; reliability is ensured by employing methods and instruments which accomodate replicability; objectivity is ensured by insulating the inquirer from the objects of inquiry.

The nature of the data collection and analyses which occurred during this study necessitated, however, that rigor was ensured through the use of alternate methods. Thus, methods were applied which ensured: a) the credibility of findings, to those

sources from which data were collected, b) the transferability of findings, to contexts other than those in which discovered, c) the dependability of findings, by conducting the study in an acceptable manner which properly accounts for all data, and d) the confirmability of findings, by demonstrating that phenomena actually exist (Guba and Lincoln, 1981). Three methods were employed to ensure that the findings of this inquiry were credible: 1) triangulation, in which emerging issues and assertions were incorporated into all subsequent portions of the investigation, to allow the relevance and accuracy of these issues to either be verified or dismissed, 2) peer debriefing, in which the researcher periodically interacted with members of the research committee, and other interested colleagues to solicit commentary on the credibility of data, and the manner in which data were collected and analyzed, and 3) structural corroboration, in which data were tested against data, to identify any internal conflicts or contradictions, and to trace the source of issues. Two methods were employed to ensure the transferability of findings: 1) purposive (as opposed to stratified, representative) sampling, in which individuals and other data sources were selected because they typified those individuals and factors involved in the textbook adoption process, and 2) the collection of "thick" descriptions of data collected from each source, such as in-depth reports of the findings of all content analyses, extensive narrative summaries of all interviews, and detailed descriptions of the state level textbook adoption processes of these twenty-two states. The

auditability to this study was ensured by the development of an audit trail, in which a complete record of all portions of this study was maintained, which included copies of all written correspondence, all interview notes, summaries of all periodic data analyses, and copies of all statutes and state publications. A method referred to as "reflexivity" was employed to ensure the confirmability of this study. In this method a record was maintained (e.g., diary, journal, field notes) in which introspections, impressions, preliminary analyses, and changes or developments in the thinking of the researcher were noted. Such a record permits an external source a better understanding of the manner in which inquiry proceeded, and provides an explanation of researcher activity.

Limitations

The relevance of this study depends upon the accuracy of two assumptions. First, that intents do, in fact, exist. That is, that those policies which prescribe state level textbook adoption were not formed arbitrarily, but because they were perceived within the educational/political system as able to provide some particular advantage, to some particular constituency. Secondly, that those sources included in this study are the most likely sources from which to obtain data pertaining to intent. Although other sources do exist (e.g., legislative records, and the perceptions of legislators and other state level educational administrators), those included in this study are those considered by the researcher to be the most accessible, as well

as the most directly involved with, or the most pertinent to the state level textbook adoption process.

A potential limitation of the interview method of data collection is that responses will be so diverse that aggregation is not possible. To the extent that diversity occurs, it limits the ability to draw definitive conclusions, and to form generalization which have multistate applicability. Diversity will not, however, limit the degree to which the findings of this study contribute to, or guide subsequent research efforts; hypotheses related to policy efficacy and impact can be based upon these data, regardless of their diversity.

A potential limitation which often accompanies inquiry which examines the same question in a number of settings, is that it is difficult to strike a balance between attempts to ensure both reliability and external validity. Inquiry conducted in an increased number of contexts enhances the extent to which generalizations can be formed. However, this typically occurs at the expense of in-depth analyses of any particular setting. On the other hand, in-depth, context specific analyses can provide a more accurate description, and can enhance an understanding of a particular setting, but typically diminish the ability to generalize findings to other settings.

Results and Discussion

Potential issues of intent were identified throughout this study. Issues were continually cross-checked, added and/or deleted in light of successive data collection efforts and on-going analyses, in an attempt to gather corroborating evidence of their relevance to the question of intent. A total of fourteen issues were identified during this study, nine of which were corroborated sufficiently to be considered intents of state level textbook adoption. These nine issues are discussed below. These discussions are presented in a format which includes qualifications, additional considerations, and supporting or contradictory arguments related to each issues which were suggested by those individuals interviewed during this study. These have been included to provide a more complete description and understanding of each issue.

ISSUE: The intent of state level textbook adoption is to control the cost of textbooks, or to keep the cost of textbooks as low as is possible.

The intent to control textbook costs is provided for by those state level contractual agreements between publishing companies and the state, which establish and "freeze" the maximum price at which textbooks can be sold, for all or part of the length of the adoption "cycle" (period of textbook use). These contractual agreements also make it possible for all school districts within a state, regardless of size or purchasing power, to acquire textbooks at the same price, and to receive the same

services from publishers as larger school districts. A price savings may also occur because of the larger volume purchasing which is often associated with the state level adoption process.

Two considerations to this issue were most frequently suggested. That given the greatest emphasis is that these contracts typically apply only to the basic textbook in each subject area, and do not apply to the myriad of supplemental materials which accompany most basal programs and texts. The second is that most school districts will purchase most textbooks during the first year(s) of the adoption cycle, thus lessening the advantage of multiyear price stability.

Those individuals who did not consider this issue to pertain to intent suggested that the intent of state level textbook adoption is to control money, which may or may not be synonymous with controlling textbook costs. That is, the state is typically concerned about monetary transactions of the magnitude of those involving textbook purchases, and implements the same type of controls and procedures (i.e., state level contracts and restrictions) for all purchases involving state funds. Additionally, it was often suggested that a more effective form of cost control exists in an open, competitive marketplace, and that state level textbook adoption may actually increase the cost of textbooks, in that prices may be inflated to compensate for price controls and the costs associated with marketing in the "state adoption" states.

ISSUE: The intent of state level textbook adoption is to control the marketing practices of the publishing industry.

The intent to control marketing practices is provided for by the array of restrictions and guidelines to which the publishing industry must adhere, which have been incorporated into the textbook adoption processes of the many of the "state adoption" states. In addition to state level contractual control of textbook prices, these prescriptions include: a) ensuring equal service to all local school districts within a given state, b) monitoring and/or restricting entertainment and contact between publishing industry representatives and state and local level textbook committees, and c) restrictions placed upon the type and quantity of incentives offered to local school districts.

Individuals who did not support this issue suggested that it is not likely that state level restrictions and guidelines can control marketing practices at the local level, and that the state level textbook adoption process actually creates an environment which fosters, rather than eliminates, unethical and competitive practices. That is, publishing companies may pursue more aggressively a state level textbook adoption, in that such an adoption offers the promise of large volume textbook sales and reduced competition.

ISSUE: The intent of state level textbook adoption is to provide for public participation in the adoption process.

The intent to provide for public participation in the textbook adoption process is suggested by prescriptions such as: a) required and/or recommended public participation on state and

local level textbook adoption committees, b) public hearings at which public testimony pertaining to textbooks can be offered, and c) public textbook review and display sites. Individuals who both did and did not support this issue suggested, however, that the general public does not typically participate in the textbook adoption process, in spite of the provisions made by the "state adoption" states, that the public has limited influence and often yields to the opinions of educators, and that the public is more likely to and can more readily participate at the local than at the state level. It was also noted that public participation in the adoption process occurs in the "open" states, as well. Thus, it may not be necessary to use the state level process as a vehicle to affect such participation.

ISSUE: The intent of state level textbook adoption is to ensure the periodic review and purchase of textbooks.

The specified guidelines and procedures associated with the state level textbook adoption process ensure local school district participation in the textbook adoption process, and prevent local school districts from using textbooks for an inordinate length of time, or from "putting off" textbook adoption due to economic necessity, apathy, or ineffective leadership. The state level process also provides a vehicle through which local level educators can keep abreast of, and be exposed to new instructional philosophies, methods, and materials. It was frequently suggested, however, that the specified adoption cycles, which are often a part of the state level process, may actually prevent local school districts from

acquiring the most recent editions of textbooks. Typically, those textbooks in a given subject area which are published during the adoption cycle of a particular state cannot be purchased by local school districts in that state until the textbooks have undergone state level review and adoption.

ISSUE: The intent of state level textbook adoption is to save time and work for local school districts.

Individuals who expressed their support of this issue suggested that the state level process results in a reduction of the time and energy demands associated with the task of textbook adoption, in that the process typically reduces the number of textbooks which districts must examine, and from which they may choose. It was also suggested that the state level process enables a statewide evaluation of textbooks, which results in a more thorough examination of textbooks than many school districts are able to conduct.

Those who argued against this issue noted that the task of textbook adoption is considerable, even when preliminary screening and adoption are conducted at the state level. Therefore, unless the state adopted list is reduced to a significantly smaller number of textbooks than is available in the unrestricted marketplace, the state level adoption process does not save a great deal of time and work for local school districts. It was also suggested that saving time and work is not a "valid" intent, in that local school districts are obligated to devote whatever time and energy are necessary to identify those textbooks most appropriate for a particular

instructional setting. Lastly, it was suggested that a more effective method of saving time and energy would be to either reduce the state adopted list to a single textbook, or to allow local school districts to choose whatever textbooks they wanted.

ISSUE: The intent of state level textbook adoption is to provide structure and organization to the adoption process.

The intent to provide structure and organization to the textbook adoption process is suggested by the number of guidelines, requirements and procedures which are typically a part of the state and local level textbook adoption processes in the "state adoption" states. Those procedures, followed by all participants and agencies involved, typically render the adoption process more "managable" and "efficient," and ensure that all local school districts are engaged in the same or similar procedures at the same time. It was often suggested, however, that such order is more of a "by product" than an intent of the state level textbook adoption process, and that such procedures are representative of the types of guidelines and control associated with any governmental and/or institutional program or function. Thus, textbook adoption is no more structured than any other state controlled, educational endeavor.

ISSUE: The intent of state level textbook adoption is to allow the state to share responsibility for potentially controversial textbooks.

The intent to allow the state to share responsibility for textbook selection is suggested by the ability of the local

school district to defer that responsibility, to some extent, to the state. Textbooks from which local school districts in the "state adoption" states select have all received state level approval, and typically these states recognize an obligation to assist local school districts in "defending" any textbooks adopted from the state approved list. Further, the state level adoption process may serve as a vehicle through which potentially controversial textbooks can be "screened out." This eliminates, to a degree, the likelihood of controversy at the local level. It was suggested, however, that the "state adoption" states have not experienced fewer textbook controversies than have the "open" states, and that the local school district cannot totally escape responsibility for textbook adoption, because all state adopted lists provide more than one textbook from which to choose. Thus, the more unrestricted the state adopted list, the more the local school district must assume responsibility for adoption.

ISSUE: The intent of state level textbook adoption is to ensure some degree of statewide curricular uniformity.

The intent to ensure some degree of curricular uniformity is provided for through the practice of utilizing state curricular guidelines, and/or courses of study, as the criteria against which textbooks are evaluated at the state level. Thus, the state level adoption process is a vehicle through which a statewide "standardization" or "equalization" of education is affected; the state level process ensures that all textbooks are

consistent with or conform to state curricula and courses of study.

Those who did not support this issue suggested that allowing school districts to select from a list of several state adopted textbooks negated the possibility of achieving "uniformity," and that requiring local school districts to select from a restricted list risked not meeting the diverse needs which likely exist within a given state. This suggestion was countered with the arguments that the textbook is only a tool, that the manner in which a textbook is used in the classroom will determine the extent to which individual needs are addressed, and that the state level adoption process does not preclude local school districts from supplementing these basic textbooks with any materials deemed appropriate or necessary.

ISSUE: The intent of state level textbook adoption is to ensure the selection of quality textbooks.

The intent to ensure textbook quality through the state level adoption process suggests that particular criteria must be applied, against which textbooks are evaluated. The criteria applied appear to be the extent to which textbooks are consistent with, or conform to state curricular guidelines and/or courses of study. Thus, the definition of "quality" which prevails is "those textbooks which best address or will foster the development of state curricular objectives." It was often suggested, both by those who did and those who did not support this issue, that this intent implies that local level educators are incapable of

identifying textbooks of high quality. Additionally, that the state level process may not ensure that only quality textbooks are adopted, because textbooks have been adopted at the state level which have not been considered "quality" by some local school districts, while some textbooks which have been considered to be of high quality have not been adopted.

Conclusions and Implications

Nine cross-context issues of intent (i.e., issues which are the same or similar in many or most of the twenty-two "state adoption" states) were identified during this study. These issues are that the intent of state level textbook adoption is to:

- 1) control the cost of textbooks, or to keep the cost of textbooks as low as is possible,
- 2) control the marketing practices of the publishing industry,
- 3) provide for public participation in the adoption process,
- 4) ensure the periodic review and purchase of textbooks,
- 5) save time and work for local school districts,
- 6) provide structure and organization to the adoption process,
- 7) allow the state to share responsibility for potentially controversial textbooks,
- 8) ensure some degree of statewide curricular uniformity, and
- 9) ensure the selection of quality textbooks.

Comparisons within and across those data sources included in this study have led to four conclusions. The first of these is that there are no noteworthy intra-population patterns or differences in the opinions of those individuals interviewed during this study. That is, individuals within each population expressed a high degree of agreement that particular issues either did, or did not pertain to the intent of state level textbook adoption.

The second conclusion is that there also exists a high degree of inter-population agreement that particular issues either did, or did not pertain to intent. The majority of the nine issues identified were grounded in or corroborated by four or more of the six data sources included in this study, three issues were grounded in or corroborated by at least half of the data sources, and only one issue was grounded in or corroborated by fewer than three sources.

The third conclusion is that although nine issues have been identified, three of these issues appear to be most clearly and strongly associated with the intent of state level textbook adoption. These issues were most frequently suggested and discussed by respondents, and are the most firmly grounded and corroborated, across those data sources included in this study. These three issues are those which pertain to: 1) controlling the cost of textbooks, 2) ensuring curricular uniformity, and 3) ensuring textbook quality.

The last of these conclusions is that the distinction between many of the nine issues of intent discussed earlier is

not absolute; areas of overlap exist among several of these issues. Three such interrelationships have been identified, each of which is briefly discussed below.

Interrelationship: Control of textbook costs and control of the marketing practices of the publishing industry.

The latter of these two issues can be considered a broader issue into which the former is subsumed. That is, control of textbook costs is but one of a number of restrictions and controls typically imposed upon the textbook publishing industry in the "state adoption" states. Thus, while cost control is a clear enough issue to be considered separately, it is also appropriate to view this issue as but one example of a broader intent.

Interrelationship: Providing structure and organization, ensuring the periodic review and purchase of textbooks, and saving time and work for local school districts.

The structure and procedural guidelines which are typically part of the state level textbook adoption process (e.g., chronology of adoption activities, prescribed statewide review procedures, required participation by local school districts) may lead to both a savings of time and work, and to a periodic updating of textbooks. Each of these intents is provided for simultaneously, as the textbook adoption process is implemented.

Interrelationship: Ensuring some degree of statewide curricular uniformity, and ensuring textbook quality.

The criteria typically applied during the state level textbook adoption process, against which "quality" can be measured, are conformity to, or consistency with state curricular

guidelines and/or courses of study. Thus, the state level textbook adoption process identifies those textbooks which appear most able to provide instruction which fulfills state curricular objectives. "Quality" becomes synonymous with "curricular consistency and uniformity" in these twenty-two states.

Implications for Practice

The findings of this study suggest two implications related to the practices of those states which maintain state level textbook adoption. The first of these pertains to the degree to which individuals are aware of intent. Throughout this study it was discovered that many of the individuals involved in the process of state and local level textbook adoption were not totally certain what the state level adoption process was supposed to accomplish. Therefore, state level textbook administrators, educational leaders, and educational policy makers should determine the exact goals and objectives of those policies which prescribe state level textbook adoption. Individuals involved in the process of state and local level textbook adoption should subsequently be made aware of the intents of these policies, through vehicles such as state level publications related to textbook adoption, which contain explicit statements and explanations of intent.

A second implication pertains to the degree of efficacy with which these twenty-two states accomplish the intent of state level textbook adoption. Those states which maintain state level textbook adoption may find it advantageous to consider

alternative procedures through which the intents of these policies may be most effectively achieved. Seven such alternatives should be considered. These pertain to the intents of:

1) Saving time and work for local school districts. Those states which maintain state level textbook adoption may be better able to assist local school districts by adopting fewer textbooks at the state level. It is also likely that time and work can be saved if state level administrators develop clear, highly specific procedures for conducting state and local level textbook adoption, and convey those procedures to all participants in these processes.

2) Ensuring the periodic review and purchase of textbooks. In addition to placing limits on the length of time which textbooks can be used by local school districts, these twenty-two states should institute procedures for the state level review and adoption of those textbooks which enter the marketplace during the adoption cycles of each subject area. That is, state level textbook adoption within a given subject area should be an on-going, rather than a periodic process. This will allow local school districts access to the most recent textbooks, while preserving state level control of textbook adoption.

3) Control of the marketing practices of the publishing industry. Those states which maintain state level textbook adoption should develop clearly specified guidelines governing local, as well as state level marketing practices, and those guidelines should be made known to all participants in the

adoption process.

4) Providing for public participation in the adoption process.

Those states which maintain state level textbook adoption should implement the entire range of provisions for achieving public participation, and should solicit, rather than merely providing for, the participation of special interest groups and constituencies.

5) Assisting local school districts with textbook controversy.

Those states which maintain state level textbook adoption should develop guidelines which require that all textbook controversies are directed to state level adopting authorities, or that the state provide technical assistance to all local school districts experiencing controversy.

6) Control of textbook costs. The advantage of long term price stability appears to be a less significant factor in cost control, than the ability of the state to affect cost reductions. Therefore, those states which maintain state level textbook adoption should implement procedures which control the cost of supplementary materials, as well as basic textbooks.

7) Ensuring some degree of statewide curricular uniformity.

Those states which maintain state level textbook adoption should conduct a state level review of curriculum prior to each state level textbook adoption process. This will better enable the state to employ curricular priorities and objectives as the criteria against which textbooks are evaluated. Further, it is likely that specific, written curriculum guides will ensure that individuals at both the state and local levels are aware of, and

utilize state curricular guidelines as the criteria against which textbooks are evaluated.

Implications for Future Research

The findings of this study suggest that future research is most appropriately directed at examinations of the efficacy and impact of state level textbook adoption. There are four implications related to such research. The first of these is that those three issues of intent which most clearly emerged during this study (cost control, ensuring curricular uniformity, and ensuring textbook quality) merit the most immediate attention by researchers, and are the most logical areas in which to initiate efficacy research. A second implication is that research which examines either the efficacy or the impact of state level textbook adoption must not isolate issues of intent. Rather, research should be guided by conceptual frameworks which allow the application of methods and techniques which can attend to those interrelationships among issues identified during this study. A third implication is that it may be inappropriate to continue to consider these "state adoption" states as though each is the same, or similar enough that generalizations can be arbitrarily formed and applied across all twenty-two contexts. In spite of a high degree of similarity in intent, variations in the practices of these states suggest that the policies of these states are not monolithic. Therefore, the efficacy and impact of state level textbook adoption may be most appropriately examined on an individual, state-by-state basis. Failure to attend to the

contextual similarities and differences which have been shown to exist in these states risks an inaccurate portrayal and understanding of these policies, and will likely influence the reliability and validity of the findings of further inquiry.

The fourth implication is derived from the discussions and considerations which surround each of the nine issues identified during this study. These discussions suggest that there may be significant differences between the textbook adoption practices of the "state adoption" and the "open" states. Specifically, that local school districts in the "open" states may pay more for textbooks, may be subject to unethical marketing practices, may not experience public participation in the adoption process, may not periodically change or update textbooks, may invest greater amounts of time and energy into textbook adoption, may experience less order and structure during the textbook adoption process, may not receive state assistance if and when textbook controversies occur, may not attempt or achieve statewide curricular uniformity, and may be less likely to adopt "quality" textbooks than districts in the "state adoption" states. Therefore, insight into the efficacy and impact of state level textbook adoption may be gained through examination and consideration of the adoption practices of the "open" states, in addition to further inquiry into the practices of the twenty-two "state adoption" states. To the extent that it can be demonstrated that the practices of the "open" states do, or do not vary significantly from those of the "state adoption" states, such research has the potential to contribute to a greater

understanding of the advantages and disadvantages associated with state level textbook adoption, and the manner and extent to which these policies affect textbook content, curricula, and pedagogy.

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